DOCUMENT RESUME

ED 034 609 RC 003 846

AUTHOR	Raushenbush, Elizabeth Brandeis
TITLE	Wisconsin Governor's Committee on Migratory Labor. Report for 1966 and 1967 With a Summary of Earlier Developments.
INSTITUTION	Wisconsin Governor's Committee on Migratory Labor, Madison, Wis.
SPONS AGENCY	Wisconsin State Dept. of Industry, Labor and Human Relations, Madison. Equal Rights Div.
PUB DATE	Jun 68
NOTE	57p.
EDRS PRICE	EDRS Price MF-$0.25 HC-$2.95
DESCRIPTORS	Administrative Policy, Census Figures, Economic Factors, *Federal Legislation, Health Programs, Income, Mexican Americans, *Migrant Workers, Migration Patterns, *Program Descriptions, Specialists, *State Legislation, *State Programs, Voluntary Agencies
IDENTIFIERS	*Wisconsin

ABSTRACT

A review of State and Federal activities relative to migrant labor problems presents a backdrop for the report of Wisconsin's Governor's Committee on Migratory Labor for the years 1966-67. The review includes summary data on the migrants and the programs provided in Wisconsin since 1945. The current report contains data on migrant population and migrant patterns, State administrative actions concerning migrants, program descriptions (i.e. education and health services), legislative provisions, and the activities of migrant specialists. Further information is provided on the work of voluntary groups and other organizations providing services for the migrants during the same period. (DK)

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIOI STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

ED034609

WISCONSIN GOVERNOR'S COMMITTEE ON MIGRATORY LABOR

RECEIVED
DEC 1 1969
NMSU
E.R.I.C.

REPORT FOR 1966 AND 1967
WITH A SUMMARY OF EARLIER DEVELOPMENTS

BY

ELIZABETH BRANDEIS RAUSHENBUSH, CHAIRMAN
GOVERNOR'S COMMITTEE ON MIGRATORY LABOR

Published by

EQUAL RIGHTS DIVISION
Department of Industry, Labor and Human Relations
424 Hill Farms State Office Building
Madison, Wisconsin 53702

CLIFTON H. LEE
Administrator

JUNE, 1968

RC003846

ED034609

GOVERNOR'S COMMITTEE ON MIGRATORY LABOR

December, 1967

M E M B E R S H I P

Professor Elizabeth Brandeis Raushenbush, Chairman, 2110 Vilas Avenue, Madison

Manuel Ayola, Wautoma

Rev. Harry W. Baumer, 218 Fifth Avenue, West Bend

Dr. John Beck, Sturgeon Bay

Gilbert Brooks, Route #2, Plainfield

Joseph C. Fagan, Chairman, Department of Industry, Labor and Human Relations, 651 Hill Farms State Office Building, Madison

Harold Gatzke, Route #1, Berlin

Professor Anita Gundlach, Department of Women's Education and Home Economics, University of Wisconsin-Extension, 501 Extension Building, Madison

Bishop Jerome Hastrich, St. Raphael's Cathedral, 222 West Main, Madison

John P. Hein, Fort Atkinson

Richard Horner, Horner Farms, Union Grove

Willard Johnson, 610 South Cambridge Street, Wautoma

Arthur R. Kurtz, Administrator, Plant Industry Division, Department of Agriculture, 202-B Hill Farms State Office Building, Madison

Jenny Lind, Supervisor of Field Services, Community Services Section, Division of Family Services, Department of Health and Social Services, 385 Wilson Street State Office Building, Madison

Father John Maurice, Spanish-Speaking Center, 524 West National Avenue, Milwaukee

Mrs. Abelardo (Genoueva)Medina, United Migrant Opportunity Service, Route #1, Box 202, Union Grove

Mrs. Emery Owens, Route #1, Dousman

Jules Parmentier, Martin Orchards, Sturgeon Bay

Paul A. Pratt, Director, Division of Economic Development, Department of Local Affairs and Development, 714 Wilson Street State Office Building, Madison

Edward Pusch, Route #1, Rubicon

Arthur P. Schmidt, 1404 Majestic Building, 231 West Wisconsin Avenue, Milwaukee

John W. Schmitt, President, Wisconsin State AFL-CIO, 6333 West Blue Mound Road, Milwaukee

Robert C. Van Raalte, Assistant Superintendent, Department of Public Instruction, 126 Langdon, Madison

Marvin P. Verhulst, Wisconsin Canners and Freezers Association, 110 East Main Street, Madison

Everett Wilcox, Wild Rose

Harvey E. Wirth, State Sanitary Engineer, Bureau of Environmental Health, Department of Health and Social Services, Room 504, 30 West Mifflin Street, Madison

Dr. G. Aubrey Young, Director, Bureau of Affirmative Action and Education, Equal Rights Division, Department of Industry, Labor and Human Relations, 424 Hill Farms State Office Building, Madison

Felix Zeloski, Route #3, Antigo

WISCONSIN

Report of the Governor's Committee on Migratory Labor For 1966 and 1967 With a Summary of Earlier Developments

CHAPTER I

INTRODUCTION

As a preface to this report, the antecedents of the Wisconsin Governor's Committee are worth recalling and the early activities of various groups which were attempting to deal with some of the problems created by the coming of migrants to work in Wisconsin agriculture. Almost from its inception in 1945, the Governor's Commission on Human Rights recognized migrant workers in agriculture as a group about which it should be concerned. So it is appropriate that the successor to that Commission should publish this report on migrants in Wisconsin coming down through 1967.

In 1950 at the request of the Governor's Commission on Human Rights, Governor Rennebohm appointed an interagency committee under the auspices of his office to act as a clearing house and to aid in coordinated planning among the various state departments that should be dealing with migrants' problems. Recognition that state agencies needed to work not only with each other, but with interested community groups as well, led in 1953 to the expansion of the interagency committee into the State Migrant Committee under the auspices of the Wisconsin Welfare Council. In June, 1960, Governor Nelson created the Governor's Committee on Migratory Labor to replace this unofficial State Migrant Committee. The original membership of the Governor's Committee was made up of representatives of the general public, including religious groups, of those who used migrant labor, and of the various state agencies

which had responsibilities in the field. The original membership, appointed by Governor Nelson on June 14, 1960, was as follows:

Mrs. E. B. Raushenbush, Chairman
Arthur Kurtz, Department of Agriculture, Secretary

Representing the Public

Mrs. Harmon Hull
Arthur Altmeyer
Mrs. Lucien Newberry
Msgr. Norbert P. Dall
Msgr. George O. Wirz

Representing Migrant Users

Felix Zeloski
Marvin Verhulst
Jules Parmentier
Henry Heiman
Richard Horner

Representing Labor

John W. Schmitt

Representing State Agencies

Ernest Warnecke, Wisconsin Employment Service
Mathias Schimenz, Industrial Commission
Robert Van Raalte, Department of Public Instruction
Miss Jenny Lind, Division of Children & Youth, Department of Public Welfare
Harvey Wirth, Sanitary Engineering, Board of Health
Mrs. Rebecca Barton, Governor's Commission on Human Rights
Miss Anita Gundlach, Agricultural Extension

The purposes of the Governor's Committee as originally stated were: (1) to gather information on migrant labor in relation to earnings, working conditions, housing, education of children, health, transportation, adult education, recreation and social welfare conditions; and (2) to promote programs designed to meet the special needs of migratory labor and to recommend legislative and administrative action to improve the condition of migrants.

Succeeding governors, John Reynolds and Warren Knowles, have continued the Governor's Committee, renaming some of the original members and adding others. As of December, 1967, the membership stood at 28 which can be divided into eight state employees, twelve users of migrants, two representatives of migrants and six general public. (The names are listed at the beginning of this Report.)

In addition to its membership, an increasing number of individuals in and out of government have been notified of the Committee's meetings and have served on its subcommittees. This has been due to an increasing amount of activity of many kinds affecting migrants and thus an increase in the number of people with whom the Committee wished to keep in contact.

The Governor's Committee on Migratory Labor has no basis in any statute. It is purely an executive creation. Its members are appointed by the Governor, presumably to serve as long as he is governor. There is no Senate confirmation of these appointments. The Committee has no funds whatever. From its inception it has received from the State Department of Agriculture a minimum amount of clerical service through its Secretary, Mr. Arthur Kurtz who is now head of a division in the Department. While the chairman was a member of the University Faculty, the University provided her a half time "project assistant," Mrs. Helen Bruner.

It may be worth noting that the State employees on the Committee have not regarded themselves as direct representatives of the government agencies in which they work. They have served on the Committee as individuals, though of course, they bring

expertise and a point of view derived at least in part from their positions in state government. Similarly the users of migrants on the Committee have not in any formal sense spoken or voted as representatives of organizations, but rather as individuals with knowledge of the migrant labor problem.

The purposes of the Governor's Committee on Migratory Labor formulated in 1960 have never been revised. They still guided us in 1966 and 1967.

CHAPTER II

WHAT HAPPENED BEFORE 1966

A. NUMBERS OF MIGRANTS

No one knows for sure when migrants first came Wisconsin to work on our farms. Apparently beginning in the early 1900's some specialized crops, such as cherries in Door County and perhaps peas and other canning vegetables, needed more seasonal labor than was available in the state. Sugar beets especially required a lot of hand labor and the sugar refining companies recruited out of state workers for the farms where sugar beets were grown. Probably beginning in the '20s, these companies started to recruit Mexicans living in Texas. How many came and how many worked in crops other than sugar beets are among the many unknowns in the migrant story in Wisconsin.

During the years of the second World War, a nationwide farm labor program operated under Agricultural Extension brought migrants to Wisconsin. But it seems probable that 1947 was the first year that Texas-Mexicans were used in substantial numbers. There were about 5,000 of them in the state that year, plus 2,800 foreign migrants. The number increased thereafter. The Wisconsin State Employment Service figures show a ten year average from 1950-1960 of around 11,000 migratory workers. These figures do not count children under 16, though many of them worked too. In 1961, WSES counted 12,686 migrant workers, most of them Texas-Mexicans. The figure for 1962 was 10,785, for 1963, 10,872 and for 1964, 10,451. In 1965 the number fell to 8,654. This decline was due to a drop in the number used in cherry harvesting, partly because of a very poor cherry crop that year and partly to an

increase in the use of machines known as tree shakers. Until 1965 cherries and cucumbers were about even in their use of migrant harvesters, about 4,000 in each. In 1965 cherry harvesting used only 2,180.

B. EARNINGS OF MIGRANTS IN WISCONSIN

1. Federal Figures

Obviously there is no such thing as annual earnings of migrant workers for work in Wisconsin agriculture. The migrants who work and earn here also work and earn in other states in some other parts of the year (though very few find year round work anywhere). However, the annual earnings of the migrants who come here are of concern to us. The U. S. Department of Agriculture publishes an annual report entitled "The Hired Farm Working Force." Its earnings figures are based on figures in the sample secured each December by the U. S. Census Bureau in its "Current Population Survey." The migrants are interviewed in their "home base" states. For our purposes it would seem that the earnings in agriculture of those who worked 25 or more days in agriculture during the year are the best figures to use. Also, since most of the migrants who work in Wisconsin are Texas-Mexicans, the figures for "South-based," white migrants would seem the most representative. Using the tables in the annual Department of Agriculture reports, we give below the annual average earnings in agriculture from 1960-1965 of all migrants working 25 or more days in agriculture and similar figures for South-based, white migrants.

Average Annual Earnings in Agriculture
of Migrants working 25 days or more in Agriculture

	All Migrants	South-Based White Migrants
1960	$ 819	not available
1961	677	$ 543 (white and non-white)
1962	874	694
1963	657	626
1964	1,083	1,116
1965	1,192	1,010

2. A Study of Migratory Workers in Cucumber Harvesting in Waushara County, Wisconsin in 1964

Because the federal figures do not give earnings of migrants while working in Wisconsin, a survey of cucumber harvesters and their earnings in Waushara County made in 1964 is worth mention here. It, of course, does not tell the whole story of migrants in Wisconsin, but it does deal with the largest migrant-using crop. The survey was financed in large part by a grant to the University of Wisconsin by the U. S. Social Security Administration. Elizabeth Brandeis Raushenbush was the project director, not as chairman of the Governor's Committee, but as a professor in the University Department of Economics. The full report of this survey is available on request from the Division of Equal Rights, Department of Industry, Labor and Human Relations. Its title is "A Study of Migratory Workers in Cucumber Harvesting, Waushara County, Wisconsin 1964." Its summary as to earnings is worth quoting:

> "In the summer of 1964 a field survey was conducted in Waushara County, Wisconsin, of cucumber harvesting by Texas Mexican migrant families. The survey covered 1,358 workers in 330 migrant families. The cucumbers they picked went to three processors who handled 75 per cent of the cucumber acreage in the county.

> Earnings data were secured from the books of the processors. These 1,358 Workers earned on the average $3.96 per day, $19.52 per week and $116.40 for the season.
>
> Eighty per cent of these workers earned less than $5 per day, 77 per cent earned less than $25 per week and 69 per cent earned less than $150 for the season."

This report did not give equally good figures for migrants working in other crops. It included only some figures obtained from a mail questionnaire sent out by the organizations of three other migrant-using groups, cherry growers, canners and muck farmers. These figures indicate somewhat higher earnings than in cucumber harvesting; but no data was secured comparable to that for cucumber harvesting.

C. FEDERAL ACTION AFFECTING MIGRANTS IN WISCONSIN BEFORE 1966

1. Senate Subcommittee on Migratory Labor

During 1960 to 1965 a very active subcommittee of the Senate Committee on Labor and Public Welfare, under the leadership of Senator Harrison Williams, investigated the condition of migrants and introduced a series of bills designed to help them in a variety of ways. In 1961 there were 11 of these bills. Five of them passed in the Senate, covering child labor, federal aid for education for children and adults, registration of crew leaders, health service and the establishment of a National Advisory Council. But none of these bills passed in the House.

2. Migrant Health Act

In 1962, Congress passed the Migrant Health Act (P.L. 87-692) providing for federal grants for migrant health clinics.

3. Crew Leader Registration

In 1964 Congress passed the Farm Labor Contractors Registration Act (P.L. 88-582). This law was intended to bring migrant

crew leaders under regulation by the U. S. Department of Labor and thus protect migrants from a variety of abuses. However, it has been only partially effective, because of the difficulty of assuring that all crew leaders do in fact register with the Labor Department.

4. Economic Opportunity Act

In 1964 Congress passed another law providing help for migrants. The Economic Opportunity Act (P.L. 88-452) created the Office of Economic Opportunity (OEO) and contained a special section (Title IIIB) to be administered by OEO which reads:

> "The Director shall develop and implement as soon as practicable a program to assist the States, political subdivisions of States, public and nonprofit agencies, institutions, organizations, farm associations, or individuals in establishing and operating programs of assistance for migrant, and other seasonally employed, agricultural employees and their families, which programs shall be limited to housing, sanitation, education and day care of children. Institutions, organizations, farm associations, or individuals shall be limited to direct loans."

The Act also provided in Title II for "Community Action Programs" under which a wide variety of programs set up by a variety of local organizations might get federal money to finance up to 90 per cent of costs.

5. Elementary and Secondary Education Aid

In 1965 Congress passed the Elementary and Secondary Education Act (P.L. 89-10) to provide federal aid to improve and expand educational opportunities for disadvantaged children. The federal funds were to be allocated to state departments of education. In Wisconsin this meant the State Department of Public Instruction. Use made of these funds for migrants is discussed below in describing education programs in 1966 and 1967.

D. WISCONSIN ACTIVITIES BEFORE 1966

In the years before 1966, there was increasing activity of many kinds in Wisconsin to improve conditions for migrant farm workers and their families.

1. Legislation

The camp housing law of 1951 was the first specific action taken by the Wisconsin Legislature to deal with the migrant problem. This law was strengthened and clarified in 1957, 1961 and 1965. In 1961 two other laws were passed which were important to migrants: (a) an amendment to the workmen's compensation act to make it cover any farm on which six or more workers were employed; (b) an amendment to the state school aid law to provide state aid for summer schools operated by local school districts. The effects of these new laws are discussed briefly below.

2. Administration

a. Migrant Camp Housing

The State Board of Health had begun regulating migrant labor camps in 1949 under its general public health powers. In that year it issued a set of minimum health standards for the camps. After enactment in 1951 of the special camp housing law, it tried more and more vigorously to secure compliance with its standards as embodied in a code. But in 1959 it certified only 92 camps as fully meeting its standards; 341 were given conditional permits. In 1960, 128 camps were certified, 256 given conditional permits and two were issued closing orders. In 1961 the number of certified camps increased to 269; conditional permits were granted to 60 camps; and closing orders were issued for 22 camps; after all

the other administrative steps had been taken without securing compliance. For the next four years the figures were very similar to those for 1961. The condition of the camps improved very gradually; some camp operators continued to ignore the regulations, in some cases defying closing orders and continuing to operate their camps. Court actions, when finally resorted to, proved disappointing; mostly they bogged down in delaying legal tactics.

Though Wisconsin developed a good camp housing law and a good administrative code to carry it out, the inspection staff was not adequate and the opposition of many camp operators remained strong. Acceptance of the law and its implementation was gaining ground, but progress was slow.

b. Child Labor

In 1960 the Industrial Commission, under power it had had since 1925, issued a child labor order setting 12 years as the minimum age for employment in the kinds of agriculture to which its power extends. The child labor law excludes agriculture in general, but gives the Industrial Commission (now Department of Industry, Labor and Human Relations) power to regulate "the employment of children under 16 years of age in cherry orchards, market gardening, gardening conducted or controlled by canning companies, and the culture of sugar beets and cranberries" (Wis. Stats. 103.77 (2). The order issued by the Commission in 1960 setting the 12 year minimum age did not require children from 12 to 16 to secure child labor permits, a requirement in effect for other child employment. This lack made enforcement of the order difficult, to say the least.

c. Minimum Wage

The Wisconsin minimum wage law which applies to women and minors up to age 21 has always covered agriculture, with no exclusions. In 1960 the rates set under that law were raised from 50 cents to 75 cents per hour for women and minors 16 and over and to 65 cents for minors under 16. In 1961 the Industrial Commission set 20 cents per 9 pound pail as a minimum piece rate for cherry picking. In 1963 the hourly rate was raised from 75 cents to 85 cents; in 1964 the hourly rates were raised to $1.00 for women and minors 16 and over and 75 cents for minors under 16. The minimum piece rate for cherry picking was then raised to 22 cents per pail.

3. Programs for Migrants

a. Early Projects

Two projects even before 1960 should not be forgotten. (1) The City of Waupun was first used as demonstration ground for cooperation on the state and local level on behalf of migrants. In 1949 the Governor's Commission on Human Rights started to work with community leaders in Waupun toward establishing a pilot project for migrants for the summer of 1950. The Commission helped the community organize a council on human relations and acted as liaison between this council and the various state resource groups. The resultant 1950 summer school for migrant children was the first of its kind in Wisconsin, so far as we know. In addition, Waupun's city council financed public recreation programs for town and migrant youth and adults. The program was continued in 1951. Summer schools were also held in Waupun in 1952 and 1953 receiving financial assistance from a variety of sources. Subsequently there

were fewer migrants in the Waupun area. For this and other reasons the Waupun project did not continue.

(2) In 1957 a home agent demonstration project was initiated in Marquette County - an experiment suggested and promoted by the director of the Governor's Commission on Human Rights, Mrs. Rebecca Barton. A national group concerned about migrants, The National Consumers League, provided a small sum and the Wisconsin Agricultural Extension Service administered the project "to provide education in the fields of environmental sanitation, health and nutrition, care of property, and recreation for migrant labor families." An experienced "home agent" carried out the project. In 1958 it was moved to Manitowoc County and a county migrant committee was organized to serve as an advisory body. This project was carried out again in 1959, this time financed by Agricultural Extension and the local community. This program was not continued in Manitowoc County; but some years later a special migrant home agent was put on the Agricultural Extension staff in Jefferson County and has continued to work there every summer.

b. Education

(1) Day Care

Beginning in 1962 the Division for Children and Youth of the State Department of Public Welfare, with the cooperation of local citizen advisory committees, operated day care centers for migrant children with federal funds from the U. S. Children's Bureau. In 1962 there was one day care center in Wautoma; in 1963 there were four, three in Waushara County and one in Door County; in 1964 there were seven such centers in Waushara and four

in Door. In 1965 the number of these centers was the same. Over 150 migrant children were enrolled.

In 1965 financed by OEO, the United Migrant Opportunity Service (UMOS) also operated a day care program in four centers for children up to age 12, offering a remedial and enrichment program.

(2) Summer Schools

As an outgrowth of the organization of the Manitowoc County Migrant Committee (described above) an experimental summer school for migrant children was operated there in 1960 and 1961, sponsored jointly by the Governor's Commission on Human Rights and the Governor's Committee on Migratory Labor. These schools were financed as demonstration schools, with funds from the Human Rights Commission, from a federal research education grant of the University School of Education, and by contributions from church groups. In 1960 the school ran for four weeks, in 1961 for eight weeks.

In 1962 a summer school for migrant children was operated by the Lake Mills school district. As in Manitowoc, this school was financed in part from federal research funds as a demonstration project. But since it was operated by a public school district, it could and did receive summer school state aid under the new summer school aid law passed in 1961.

In 1963 Lake Mills operated the first Wisconsin integrated public summer school, attended by both migrant and local children. Possibly some migrant children had previously attended public summer schools elsewhere in the State, but we have no knowledge of such. Lake Mills had not had a summer school

for local children before 1963; it had been assumed that local parents had no interest in such a school. Apparently the special migrant summer school which operated in 1962 created a demand for a similar opportunity for local children. The integrated summer school was highly successful and has been continued ever since.

In 1965 with the new Federal funds available from OEO, a summer school program was set up in Waushara County called the Rural Educational Advancement Program (REAP). This was a six week remedial education program for children from 6 to 12 set up by the new Waushara County Committee for Economic Opportunity to serve two groups of children--migrants and local children from disadvantaged families. It was planned to have half from each group. But, as it worked out in 1965, of the average enrollment of 201, 148 were local children and only 53 were migrants. Probably the small number of migrant children was because so many even young children were working in the fields. It appeared that the 12 year minimum age for child labor was not generally observed in the cucumber fields. In fact, it was alleged by many growers that the agricultural child labor order did not apply to "pickle picking."

Reports to the State Department of Public Instruction showed 267 migrant children enrolled in public summer schools in seven school districts in 1965. This figure includes the REAP schools.

(3) Migrant Children in Regular School Sessions

Schooling for migrant children whose parents stay in Wisconsin after regular school sessions start in the fall was a

difficult problem for years. Understandably local school officials were not eager to admit these children who would probably stay for only a few weeks. To a lesser extent, there was also a problem as to the smaller number of migrant children who came to Wisconsin in the spring while schools were still in session. In early years some local school officials even alleged the children were non-residents in the school district and denied them admission or demanded tuition. However, as early as 1953 the then State Superintendent of Public Instruction, George Watson, informed local school authorities that "migrant children of school age entering your school district--become the educational responsibility of the local school district." In other words, they were not only entitled to admission to the school, but required to attend under the compulsory education law. Despite this ruling by the State Superintendent, it is probable that many migrant children under 16 continued at work in the fields after school started (in violation of Section 12 and 13 of the Fair Labor Standards Act); or at any rate did not apply for admission to the local school for the few weeks involved. Increasingly, the State Department of Public Instruction reminded local school officials that they had an affirmative duty to enforce the compulsory education statute--not merely to accept migrant children if they applied, but to find them and get them into school for the weeks while they were still in Wisconsin.

Reports made by local school districts to the State Department of Public Instruction show a fall term enrollment in 1965 of 605 migrant children scattered thru 39 school districts.

The largest group 58, were enrolled in Cambria, 40 were in Lake Mills and 42 in Hartford. How long the children remained in these schools depended, of course, on how long their parents remained at work in these districts.

c. Health Programs

The need for some provision for health care for migrants, especially for the children, was recognized very early. Small local hospitals handled emergency cases and were frequently unable to collect from migrants; so they were often left with a heavy burden of unpaid bills. Local doctors gave some service to migrants and their families, very often without pay. In some cases, welfare funds paid hospitals and doctors, if county welfare departments found the particular migrant family to be "medically indigent." Under the Wisconsin General Assistance law such expenditure by the county for migrants is reimbursed by the State 100 per cent, if the state appropriation for "state dependents" is adequate for the purpose. This is because for assistance purposes they lack "residence" in the county.

An attempt to persuade users of migrants to provide hospital insurance was largely unsuccessful.

In 1962, as noted above, Congress passed the Migrant Health Act which provided federal funds for migrant health projects. In 1964 a health clinic for migrants which had been operated by the Catholics the previous year at Endeavor, Wisconsin, applied for and received federal funds with which it enlarged its operation. In that year 486 migrants were treated at this clinic. In 1964 a health clinic was also operated at Sturgeon Bay for

five weeks in the basement of a Catholic church, on Sundays after mass. This clinic received no federal funds. It was staffed by one doctor, who received no pay. This was Dr. Daniel Dorchester who had long served migrants in Door County. Catholic Sister nurses, Public Health nurses and other volunteers assisted in the clinic and in visiting migrant families in the camps.

In 1965 there was some extension of health work for migrants. At the federally funded clinic at Endeavor, family health clinics were held three days a week. The number of patient visits to the clinic increased to 756 (from 96 in 1963 and 486 in 1964). A dental program for migrant children was also operated there for the first time in 1965. Close to 100 children were examined. The clinic at Sturgeon Bay was again operated on Sundays after Mass--again without federal funds. Two doctors from Green Bay gave Dr. Dorchester some volunteer help. Sister nurses and special public health nurses again assisted, no figures are available.

In 1965 a similar clinic for migrants was operated by the Catholics in Wautoma after Mass on Sundays. In addition, the Madison Lake Side Congregational Church, with service donated by members of its parish, ran a clinic at Red Granite several evenings a week. Numbers of migrants served in these two clinics in Waushara County are not available.

d. Two other activities affecting migrants (in Wisconsin before 1966 cannot be omitted)

(1) State Conference

In December, 1964, at the request of the Committee on Migratory Labor, the Governor's Commission on Human Rights held a statewide Migrant Labor Conference to which all persons know to be

interested in migrants were invited. One hundred and fifteen persons attended this all day meeting, users of migrants, representatives of church groups, etc. A representative from OEO explained the provisions of the new act especially Title IIIB which offered federal assistance for programs for migrants, and urged the formation of local groups to take advantage of the opportunities offered. Workshops on Day Care, Education, Sanitation, and Housing discussed possible projects.

(2) Migrant Counsellors

As a member of the University Faculty, Mrs. Raushenbush secured a grant from OEO for a demonstration project to provide "migrant counsellors" to be located in the various areas of migrant concentration in the state. Fourteen "counsellors" worked during the summer of 1965 giving advice and assistance to migrants and migrant users and helping them to take advantage of the resources and services available. Despite an intensive course in colloquial Spanish as part of a two week training period, most of these counsellors found the language barrier a considerable handicap in working with Texas-Mexican migrants. In addition, the mere fact of being "Anglos" made it difficult for these counsellors to establish a very satisfactory relation with migrants in the short period in which they were here. The director drew two conclusions from this "demonstration." (1) that migrants and migrant users could benefit substantially from the presence of an available all purpose counsellor; and (2) that to be really effective, the counsellor should himself be a Texas-Mexican. In 1967 this demonstration project bore fruit in the shape of Texas-Mexican

"migrant specialists" employed by the Wisconsin Employment Service to work in migrant impacted area.

CHAPTER III

MIGRANT LABOR IN WISCONSIN IN 1966

A. NUMBER AND LOCATION

In 1966 WSES estimated that well over 10,000 migrants worked in Wisconsin. They registered 9,882 and estimated there were another 1,000 for whom they have no record. The peak of total employment of migrants was August 15 with 9,522. In agriculture the peak number was 7,928; in food processing it was 2,746 (on September 15). The number in food processing is probably increasing. In 1966 WSES made no estimate of the number of non-workers (mostly children under 16) who accompanied the workers.

Of these migrant workers 7,916 claimed Texas as their home state; 3,241 came to Wisconsin directly from there. Another 1,301 came to Wisconsin from Minnesota where they had been working in sugar beet cultivation. (Harvesting of sugar beets is now done by machine.) From Wisconsin 5,220 went straight back to Texas, 818 went to Illinois, 899 to Indiana and 534 to Ohio. The remainder scattered to 14 other states - some back north to Minnesota and North Dakota; others south to Arkansas, Florida, Louisiana - truly migrants.

In 1966 cucumber harvesting used the largest number of migrants--4,300, cherry picking 2,074, canning crops 2,746.

B. EARNINGS

As for earlier years, earning figures for work in Wisconsin are not available. The federal figures for south-based white migrant workers provide the only indication, though of course, migrants may have earned more or less while working in Wisconsin than they did elsewhere. Using the figures of earnings from farm work for south-

based white migrants who worked 25 or more days in agriculture, the annual average earned in 1966 was $977 for 108 days of work--a daily average of $9.05. Adding an average of 57 days of non-farm work at an average of $10.90 per day brought average annual earnings for these migrant workers to $1,607. This was the highest figure on record, but it is far below any comparable figure for non-agricultural white workers, even in the areas from which these migrants came. In Texas for 1966, the lowest average earnings in a non-agricultural classification was $1.51 per hour or (assuming an 8 hour day) $12.08 per day. It is worth noting moreover that on the average these migrant farm workers, even when they supplemented their farm work with any other work they could find, averaged only 165 days of work in the year.

C. FEDERAL ACTION AFFECTING MIGRANTS IN WISCONSIN

The Federal Elementary and Secondary Education Act of 1965 was amended in 1966 (P. L. 89-750) to provide a special fund to aid in the education of migrant children.

The Federal Fair Labor Standards Act was also amended in 1966. For the first time it set a minimum wage ($1.00 per hour) for agriculture. But it covers only large farms, those on which the employer used 500 man-days in a calendar quarter. Also, it does not apply to non-migrant hand harvest workers paid by piece rates nor to migrant hand harvest workers 16 and under working with their parents and paid at the same piece rates as older workers. The U. S. Department of Labor in early 1967 estimated that the new agricultural minimum wage would cover 390,000 farm workers. But it seemed doubtful whether this would include many migrants while

working in Wisconsin.

D. WISCONSIN ADMINISTRATIVE ACTION AFFECTING MIGRANTS

There is no legislative activity to report, since 1966 was not a legislative year.

1. Migrant Camp Housing

Regulation of camp housing continued to be the most important administrative activity affecting migrants in Wisconsin. In November of 1965 a Subcommittee on Housing was set up by the Governor's Committee to resurvey the Camp Housing Code and consider whether changes were needed. The committee concluded that the standards in the code were reasonable, but enforcement of these standards was not adequate. They recommended relatively minor changes in the code to clarify and emphasize the responsibility of the camp operator to maintain all common use spaces in a clean and orderly condition. In camps occupied by 100 or more persons they recommended that a full time person be provided to carry out this maintenance. The recommendations of the Subcommittee were accepted by the Governor's Committee in February, 1966 and late in the year by the State Board of Health.

In this year, 349 migrant labor camps were registered by the Sanitary Engineering Section of the Board of Health. Of these, 250 were certified, 45 were granted conditional permits and 4 were issued closing orders. In addition, special treatment was accorded cherry orchard camps in Door County where the wells in over a third of the camps were found to be unsafe. The geological formation in most of Door County makes it exceedingly difficult and expensive to provide safe wells. The Board of Health (after

repeated warnings) ordered 35 camps closed because of unsafe water supply. But in the face of strong protest, the Board finally announced that it would permit operation of these camps if proper chlorination of drinking water was provided. Twenty four camps were then certified under a special program under which Board inspectors and the Door County Sanitarian were to sample the drinking water periodically. The reports of these inspections were not satisfactory; less than half of the water samples showed adequately chlorinated water, in some camps no drinking water was available or it was not being chlorinated. Apparently only three camp operators did a really adequate job throughout the camp occupancy period.

2. Child Labor

The order setting 12 years as the minimum age for work in certain kinds of agriculture (Ind. 70.16 described above) remained in effect in 1966. Since its wording remained unchanged, serious enforcement difficulties also remained. However, the Industrial Commission in the spring of 1966 sent a letter to all cucumber growers in the state containing the following:

> "The Industrial Commission interprets this order to include the harvest of cucumbers for "pickling." Secondly, the fact that the order permits children to be in the field with their parents does not mean that they are allowed to work.
>
> During the summer of 1966 at least 8 summer schools will be in operation for migrant children. It is especially important that migrant children attend these schools as studies show that they average three years behind their age groups in educational attainment because of interruptions in schooling.
>
> In view of this situation, the Industrial Commission will be especially vigilant this year in enforcing Ind. 70.16 in cucumber harvesting."

3. Minimum Wage

The minimum hourly rates applicable to agriculture continued unchanged at $1.00 for women and minors 16 to 21, and 75 cents for minors under 16. The piece rate for cherry picking remained at 22 cents per 9 pound pail. In April, 1966, the Industrial Commission appointed a Minimum Wage Advisory Board to consider revision of the minimum wage rates. New rates became effective in February, 1967. See below in Chapter IV.

E. PROGRAMS

1. Education

a. Children in Summer

It is very difficult to answer the simple question: how many migrant children were in some kind of educational program in Wisconsin in the summer of 1966. And where figures are available, it is not always clear whether they are for enrollment or for average attendance. So far as we can ascertain, publicly supported day care centers and schools of various kinds enrolled 1,529 migrant children for longer or shorter periods in the summer of 1966. What proportion this was of the migrant child in the state that year we cannot say, as we have no estimate for 1966 of the total number of children under 16 who came here with the 10,000 to 11,000 migrant workers. The following table is a breakdown of the summer educational programs for children. In the REAP schools (all in Waushara County) and in Head Start, the migrant children attended "integrated" schools, usually with a greater number of local children. UMOS which provided summer programs for almost half of the children is the OEO funded program for

migrants in Wisconsin--United Migrant Opportunity Service. Its primary objective increasingly is to help adults escape from the migrant stream by relocation and retraining in various cities in the state. But its summer programs for children were obviously important.

Migrant Children Enrolled in Publicly Supported Education
Summer 1966

Day Care Centers (Public Welfare Funds) 7 locations	237
Head Start (OEO Funds) 2 locations	130
REAP Schools (OEO CAP Funds) 5 locations	135
UMOS Schools & Day Care Centers (OEO Migrant Funds)	778
Other Schools - 9 locations (including Lake Mills 24 and Cambria 55)	249
Total	1,529

In addition to publicly supported migrant summer programs, an unknown number of migrant children attended summer programs run by Catholic and Protestant groups. We know for example that 50 migrant children attended a Catholic school in Wautoma; there were two similar schools in the Milwaukee diocese, there was one at Endeavor and very possibly others.

b. Children in Regular School Sessions

In the fall of 1966, 751 migrant children were enrolled for longer or shorter periods in the regular school session in 53 school districts. Seven districts reported more than 30 migrants apiece. The increase in migrant children enrolled in school in regular fall session is very gratifying. Probably for the first time a fall day care program was operated in 1966 in Door County. This was to take care of the migrant pre-school children still there and facilitate school attendance by the older children. Thirty children were enrolled for seven weeks in this

day care program.

The increase in 1966 in summer schools and in the enrollment of migrant children in regular fall sessions indicates an increasing recognition by local school officials of their responsibility for migrant children. It also owes much to the Federal aid provided under the Federal Elementary and Secondary Education Aid Act of 1965 and its amendment in 1966 to provide a special fund for the education of migrant children. But the offer of Federal money does not automatically produce action by local school officials on behalf of migrants whom these officials still sometimes do not see as their local responsibility. Fortunately for migrants coming to Wisconsin, the State Department of Public Instruction in 1966 appointed Clemons F. Baime to have special responsibility for promoting migrant education. The figures for 1966 (and also for 1967 given below) show the results of his able and untiring effort.

c. Education for Adults

In the summer of 1966 for the first time, an adult literacy program for migrants was carried on in Wisconsin with 20 teachers who went into camps in Waushara, Portage and Marquette Counties in the evenings and worked with about 200 adult migrants. This program was financed largely by federal funds from the State Board of Vocational, Technical and Adult Education. The planning for this project was done by University Extension.

Also for adults, UMOS operated a program to educate and retrain adult migrants who stayed on in Wisconsin after their summer work in order to get out of the migrant stream. In the

winter of 1966-67 this program was being carried on in four locations in Southeastern Wisconsin--Delavan, Whitewater, Milwaukee and Kenosha. At least 278 adults received stipends to attend school, of which 200 completed the program.

2. Health

a. Health Clinics

Three migrant health clinics financed under the Migrant Health Act were operated at Endeavor, Beaver Dam and Wautoma serving a total of 1,072 migrants. In addition the clinic at Sturgeon Bay was again operated, still without federal funds. For this fourth clinic no adequate report is available. The reports for the three federally funded clinics were so interesting they are summarized below.

At Endeavor where the clinic had been receiving federal funds beginning in 1964, there were clinic sessions three days a week for 10 weeks, two days for 16 weeks, and one day for 19 weeks. The total number of scheduled hours of clinic sessions was 145 for the season. Three hundred and twenty-eight individuals were seen at the clinic with a total of 529 patient visits. In addition a mobile unit visited camps. A health education program was carried on, largely in the camps. There was also a dental program in which 167 individuals were seen.

At Beaver Dam where a clinic was run for the first time in 1966, there were sessions two evenings per week from mid-July to September 1; thereafter, one evening. There was a total of 17 sessions with 219 individuals seen at the clinic, with a total of 424 patient visits. The family camps in the area were

visited regularly. In a dental program for children 2-18, 111 individuals were treated.

At Wautoma where federal funds were obtained for the first time in 1966, there were 16 clinic sessions at which 350 individuals were seen. There was no dental program.

In all three clinics, public health nurses and nursing sisters supplemented the work of the doctors.

The clinic staffs also gave physical exams to the children in the schools and day care centers for migrants in their areas and in some of these they served local as well as migrant children.

This extension of medical and dental care for migrants owes so much to Dr. Michael Arra of the staff of the Wisconsin State Board of Health (now the Department of Health and Social Services) that his name should be noted here. Especially in the field of medical care, our experience indicates that help is needed at the state level. The mere availability of federal funds is not enough to assure successful local action. Some kind of local organization must be set up, staff must be recruited; the application for federal funds is itself a forbidding task. Without the help of a state employee with "know how" the dedication, local action is somewhat unlikely. Dr. Arra was that state employe in 1966 and again in 1967.

b. Migrant Health Assistance Under General Assistance and "Medicaid"

As indicated above (p. 17) emergency health assistance for "medically indigent" migrants has for years been available in Wisconsin. In other words, migrant hospital and doctor bills for emergency care might be paid by county or local welfare

agencies if the family was found after investigation to be "medically indigent." This was and is part of General Relief. Under Wisconsin law the state reimburses the county or local welfare agency in these cases, to the extent that a special state appropriation for this purpose is adequate. This is because, for welfare purposes, migrants are not regarded as residents of any locality. They are called state dependents. However, local hospitals and doctors have frequently failed to secure payment of migrant bills by welfare agencies because adequate investigations were not made to establish medical indigency. So small local hospitals (as well as doctors) have often been left with uncollectible bills. No figures are available on this for 1966.

With the "medicaid" provision (Title XIX) of the Social Security Amendments of 1965 (P. L. 89-97) and their implementation by Wisconsin statute (Ch. 590 Sess. Laws of 1965) it appeared that children under 21 in most migrant families could qualify for hospital, medical and dental assistance.* However, this assistance could be paid only if the family were certified as entitled by the county welfare department.

Since the new Wisconsin statute implementing federal "Medicaid" only took effect July 1, 1966, quite understandably county welfare departments were not too conversant with it that year. So it seems unlikely that it was much used to pay for medical or hospital care

---

* Under Ch. 590 medical assistance for children under 21 can be provided if the income of the family "does not exceed $1,800 if single, $2,700 if a family of two with an additional allowance of $500 for each legal dependant."

for migrant children in the summer of 1966. Because of the way in which these payments were made, it does not seem possible to secure precise data on this. See below for very inadequate estimates as to these two kinds of medical assistance for migrants in 1967.

F. OTHER MIGRANT EVENTS IN 1966

For the first time in Wisconsin migrants in 1966 began to voice their demands. In August at the height of the pickle picking season, after several meetings in Wautoma, a group of migrants under the leadership of Jesus Salas, a young ex-migrant, organized an independent union--Obreros Unidos--and staged a "March on Madison" to voice demands at the Capitol. Though the marching group was small (only 17 migrants marched the whole 80 miles) it received much publicity and attention by state officials. The demands made were: representation on the Governor's Committee on Migratory Labor, stricter enforcement of the camp housing code, more information about workmen's compensation coverage, a minimum wage guarantee of $1.25 per hour, and the provision of public toilet facilities in Wautoma where migrants congregate on weekends.

In October the first migrant strike occurred at the James Burns and Sons Potato Farms, when the company refused to recognize the newly formed union, Obreros Unidos, as the bargaining representative for its processing shed and warehouse workers. Out of about 100 employees, 65, all Texas-Mexicans, went on strike on October 17 demanding a wage increase, time and a half for overtime and other economic demands. The workers did not obtain

recognition for their union nor satisfaction of their demands. But the strike was important as the first unified action by migrants in Wisconsin, foreshadowing further such action in 1967.

CHAPTER IV

MIGRANT LABOR IN WISCONSIN IN 1967

A. NUMBER AND LOCATION

In 1967 WSES estimated that a total of 11,700 migrant workers were employed at some time in Wisconsin; this was probably an increase of about 900 workers over 1966. The increase was due primarily to the use of second shifts in many food processing plants. There were 10,350 migrant workers who registered with WSES and an estimated 1,350 who came to work in Wisconsin, but did not register.

Of the registered migrant workers 8,925 claimed Texas as their home state; but only 3,450 came to Wisconsin directly from Texas, 1,650 came here from Minnesota and another 500 from Montana. These workers had probably been working in sugar beets; where thinning and blocking still requires hand labor; harvesting is now a machine operation. It is noteworthy that only 5,600 of the registered migrant workers said they would go straight back to Texas when they left Wisconsin. Of the others, 575 planned to go next to Illinois, 675 to Indiana and 750 to Ohio. WSES gave no count of migrants who planned to stay in Wisconsin.

Where did the migrants work in Wisconsin? In 1967, probably for the first time, it appeared that food processing plants used more migrants than any other group of users. The estimate is 5,200 compared with 5,100 in cucumber harvesting. In cherry orchards, once the largest user, there were only 2,150. WSES estimated that the 11,700 workers were accompanied by 3,500 non-working dependents. Probably most of these were young children.

(WSES figures are all somewhat rough and are rounded. They

are estimates.)

B. EARNINGS

The annual Federal figures for earnings of migrant workers, published by the U. S. Department of Agriculture and used in the earlier chapters of this Report are not yet available for 1967. We have no Wisconsin figures of migrant earnings in 1967 except for a limited sample survey of the earnings of cucumber harvesters in Waushara County made by a field staff of the Department of Industry, Labor and Human Relations (formerly the Industrial Commission). This field survey covered 593 man days and 3,560 man hours of pickle picking by a small number of men, women and children. The number of workers involved could not be given because the people in the sample varied from week to week and even from day to day.

The figures in the sample indicated that the average earnings of men pickle pickers were $10.29 per day, $1.67 per hour; for women and minors 18-21 years the daily average was $8.99, the hourly average $1.59; for minors under 18 the daily average was $7.04, the hourly average $1.20. The Report of the Survey tested the earnings of the women and minors against the hourly minimum wage rates in effect in 1967 of $1.25 and $1.10 and applied the formula in the minimum wage order which required that a piece rate must yield 8¢ above the minimum hourly rate to 65% of the workers involved. Applying this test, the survey indicated that the earnings of 70% of the man days worked by women and minors 18-21 yielded $1.33 or more per hour (8¢ or more above $1.25); and 52% of the man days worked by minors under 18 yielded $1.18

or more (8¢ or move above $1.10).

Representatives of the migrant workers union--Obreros Unidos--and several labor economists criticized the survey and its findings. They said the sample was inadequate, the whole season should not be treated as one payroll period, and figures of average hours worked--six or less per day--were so low as to seem to these critics improbable.

The daily earnings in the 1967 survey run higher than those reported in the survey made in 1964 (see Ch.II). In the earlier survey figures were obtained for a much larger number of migrants, and the method used was entirely different. In 1964 figures were taken from the books of the processors where the daily payments were shown but only by families with no record of hours worked or the number in the family actually working on a given day. However, the number of workers in the family were shown. Whether the piece rates paid in 1967 were the same as in 1964 we do not know.

C. FEDERAL ACTION AFFECTING MIGRANTS IN WISCONSIN

1. There was no Federal legislation in 1967 affecting migrants in Wisconsin. The Administration's Social Security Amendments bill as introduced contained a change in the coverage of agricultural labor under the Social Security tax. It would have increased coverage by reducing the earnings or work test (which determines whether the employer of a farm worker must pay tax on wages paid) from $150 or 20 days per year to $50 or 10 days. But the change was stricken from the bill by the House Ways and Means Committee.

2. Federal administrative action affecting migrant workers

included some enforcement of the new agricultural minimum wage of $1.00 per hour, but, as noted in Ch. III, the size of farm operation covered by the new minimum wage makes it doubtful whether many migrants are covered while working in Wisconsin. How many farmers using migrant labor here employ 500 man days in a calendar quarter? Up to this writing we do not know. The U. S. Department of Labor has not ruled on whether the processor or the grower of cucumbers is the employer for applying the 500 man day test. Under authority of the 1966 Amendments to the Fair Labor Standards Act, the Department of Labor issued in November 1967, an interim order on hazardous occupations for minors in agriculture. But migrant children in Wisconsin do not operate machines and will not be affected.

Crew leader registrations made by the Department of Labor in 1967 totaled 2,132--out of an estimated total of 5,000 crew leaders operating in the United States. However, we do not know for the migrant workers who came to Wisconsin, how many of their crew leaders were registered. WSES counts as "crews" any group of workers of more than one family, but whether any member of the group performs the customary functions of a "crew leader" is not known, or whether anyone in the group was registered with the Department of Labor. In any case, so called crews constituted less than half of the migrant workers who were registered by WSES in 1967.

D. WISCONSIN GOVERNMENT ACTION AFFECTING MIGRANTS

1. Legislative Action

There was at least one bill in the Legislature in 1967

which would have affected migrants--namely, a bill to provide special state education aid for disadvantaged children, among whom migrant children would have been included. But this bill failed to pass. One new law affected migrants;--namely, the state government reorganization act which, among many changes, transferred the regulation of migrant camps from the Board of Health to the new Department of Industry, Labor and Human Relations (old Industrial Commission) where on August 1, the function became the responsibility of the Safety & Buildings Division.

2. Administrative Action

a. Camp Housing

Three hundred and forty-one migrant camps were registered in 1967; 340 were inspected for compliance with the rules in H. 76 (the Board of Health Code for migrant camps) and with the applicable rules in the Safety & Buildings Code. Total number of defects found were 1,651. Orders for correction were issued for 274 camps--some with few and less serious defects, other with many or more serious defects. Due to the transfer of the migrant camp function in the middle of the summer, certification of camps was not made in 1967. The water supply problem in Door County remained unsatisfactory. It appeared as in 1966 that chlorination was not carried out adequately in many camps to assure safe drinking water. Wells properly drilled to an adequate depth still appeared to be necessary. But with the increasing use of "tree shakers" and the dimishing number of workers used in cherry harvesting, some camps are being closed, and additional

investment in well drilling continued to be resisted by many camp operators.

b. Minimum Wage

On the basis of recommendations of the Minimum Wage Advisory Board referred to in Ch. III, the Industrial Commission adopted new minimum wage rates which took effect in February 1967. The basic rate was raised to $1.25 per hour for women and minors 18-21. For minors under 18 the new rate was $1.10. For workers on piece rates the formula now provided that the minimum wage would be satisfied if 65% of the workers involved earned at least 8¢ per hour above the applicable hourly rate in each payroll period. Note that this general rule as to piece rates requires the maintenance of records of hours worked. The special piece rates for specified agricultural operations were raised--for cherry picking to 27¢ per 9 pound pail and for strawberry picking to 9¢ per quart. If these piece rates were paid, the employer was excused from keeping records of hours worked.

Despite requests by cucumber processors, no piece rate was set for cucumber picking for 1967. The Industrial Commission found data inadequate on which to base a piece rate (or series of piece rates) which could be expected to yield the minimum hourly rates under the formula given in the minimum wage order. So the survey of earnings in pickle picking was made as described above under Earnings (p. 34). Meanwhile the new hourly minimum rates applied, $1.25 and $1.10; but it is doubtful whether processors' records indicated hours worked. So it was actually impossible to determine compliance.

One important order was issued on June 1, 1967 by the Industrial Commission declaring the processor the employer of cucumber pickers for minimum wage purposes. The Commission had previously taken this position for the purpose of workmen's compensation, but this had not been applied to minimum wage.

On December 12, 1967 the Department of Industry, Labor and Human Relations held a hearing in Wautoma on a proposal to set minimum piece rates for cucumber picking on the basis of the Earnings Survey described above (p. 34).

On December 22, the Department issued new Minimum Wage Regulations to take effect July, 1968. The basic minimum wage rate for women and minors was raised to $1.30 per hour. For minors under 18 the rate remained at $1.10. In the formula for testing piece rates, the 8¢ per hour above the hourly rate which the piece rate must yield for 65% of the workers involved was raised to 9¢.

In the new Minimum Wage Regulations, the special minimum piece rate for cherry picking was raised to 28¢ per 9 pound pail; the special rate for strawberry picking remained at 9¢ per quart.

For picking cucumbers a minimum piece rate was set at $2.32 per CWT. Under this rate the processor (or employer) is permitted to establish specific piece rates for cucumber picking by grade, provided that the sum of the grading rates paid times the size distribution percentage returns to the picker not less than the $2.32 per CWT. The distribution percentages to be used are given in the Order; they are based on a three year

average Wisconsin distribution of field run cucumbers.

c. Workmen's Compensation

It still seemed impossible to find out much about the operation of workmen's compensation in migrant using agriculture. UMOS and the Employment Service "migrant specialists," described below, were both alert to help migrant workers injured in the course of employment to make their claims for compensation. And in Waushara County the Union, Obreros Unidos and a group of volunteer lawyers from Milwaukee were active in following up such cases if asked. The migrant specialists reported 6 workmen compensations cases among their activites.

d. Child Labor

The 12 year age minimum for the kinds of agriculture in which migrants work was still in effect. But there was still no child labor permit requirement under this order. The degree of compliance with this order is unknown.

3. Programs

a. Education

(1) Children in Summer

The number of migrant children enrolled in some kind of education program in the summer of 1967 showed a substantial increase in the total over the preceding year and an increase in almost all categories.

Migrant Children Enrolled in Publicly Supported Summer Education

	1966	1967
Daycare (Public Welfare Funds)	237	297
Headstart (OEO Funds)	130	145
UMOS Daycare and Schools (OEO Migrant Funds)	778	751
Oconto Daycare (age 3-14 yrs.)(Public Welfare Funds)	---	110
REAP Schools (OEO CAP Funds)	135	160
Public Schools (Title I Funds)	249	591
Total	1,529	2,054

To have had over 2,000 children in some kind of publicly financed education program in 1967 is indeed gratifying. In that year according to WSES, an estimated 3,500 non-working dependents came to Wisconsin with migrant workers. Some of these non-workers may have been elderly and some babies, too young even for daycare. And it should be noted that at least one public school program was an evening program for high school age children presumably counted among the workers. But despite these qualifications, it is reasonable to compare 3,500 with 2,054 and feel happy about our educational achievement.

It has again proved impossible to get figures for the number of children in Catholic and Protestant summer education programs. We know there were such programs in many places.

(2) Children in Regular School Sessions

The public schools reported for the last week of September 850 migrant children enrolled. This was an increase from preceding years, though of course we do not know how many school age migrant children were still in the state and not in school. In addition, there was a fall daycare program in Door County which enrolled 21 pre-school children.

(3) Education for Adults

UMOS reported 376 adult migrants in its summer education program. The University Extension program enrolled 175.

Also for adults, UMOS in the fall of 1967 was operating a program to educate, retrain and relocate adult migrants who stayed in Wisconsin in an attempt to get out of the migrant stream. The number involved was 572.

b. Health

(1) Health Clinics

There were five formal migrant health projects in Wisconsin in the summer of 1967: three supported by Federal, state and local funds; two voluntary programs supported locally.

The three projects assisted by Federal funds were at Beaver Dam operated by the St. Joseph's Hospital, Endeavor operated by the Catholic Diocese of Madison, and Wautoma operated by the Waushara Committee for Economic Opportunity. These programs received $61,063 from the U. S. Public Health Service. Of this, $13,200 was for hospitalization where needed. This was the first year that Federal funds were available for this purpose. The allotment by project compared with the past fiscal year was:

Project	Fiscal Year 1966-67	Fiscal Year 1967-68
Beaver Dam	$ 8,654	$16,410
Endeavor	19,709	23,730
Wautoma	12,705	20,705

The two voluntary projects were at Oconto--sponsored by the Oconto Ministerial Association and in Door County

at Sturgeon Bay--sponsored by the Catholic Apostolate of the Green Bay Diocese. These clinics were operated on Sunday afternoons. The doctors volunteered their services; public health nurses assisted.

A few figures on the Federally financed clinics in the summer of 1967 are certainly worth including.

Clinics	Hours	No. of Clinic Sessions	Total Clinic Hours
Beaver Dam	Mon. 7-9 p.m. Wed. 7-9 p.m.	25	60
Endeavor	Mon. 7-9 p.m. Wed. 8 a.m.-4 p.m. Fri. 2-5 p.m.	40	132
Wautoma	Fri. 7-10 p.m. Sun. 2-5 p.m.	37	111

Medical Clinic	No. of Patients	No. of Visits	Hospitalization No.	Hospitalization Days
Beaver Dam	391	667	23	168
Endeavor	413	718	3	39
Wautoma	508	1,050	11	62
	1,312			

Dental Clinic	No. Treated Children	No. Treated Adults	No. of Sessions	No. of Hours
Beaver Dam	57	14	35	72
Endeavor	146	58	64	402
Wautoma	74	23	25	61

A few further comments about these Federally funded health clinics.

As compared with 1966, the number of patients increased in each clinic. All three reports included statements by the clinic nurses who worked not only at the clinics, but went out to the camps: (1) to do health education work, especially in

the care of babies; (2) to follow with treatment or care for migrants who had visited the clinics; and (3) to encourage others to come or bring their children to the clinic. The clinic nurses were helped by county public health nurses and by the volunteering medical students.

The language barrier created a problem in the clinics and in the work in the camps. It was solved to a considerable extent in Beaver Dam by the employment of a migrant girl who served as interpreter. In Wautoma the local hospital hired two migrant girls to work as nurses aides and thus be available as interpreters.

All directors noted the help received from the Employment Service migrant specialists (see below).

All three clinics worked with schools, headstart programs, and daycare centers in their areas in giving health examinations to the children.

In Endeavor the project director noted that their clinic started in 1963 (without Federal funds) with just one doctor and one nursing sister. In 1967, 30 doctors participated in the project coming from Madison and five other cities or villages. They were assisted by lay nurses, nuns, a social worker and numerous volunteers.

In Wautoma the project director noted that some migrants would prefer to pay something for health care. He suggested a small fee perhaps a dollar for an adult and fifty cents for a child; with fifty cents for each return visit to the clinic. The fee should be waived if the family seemed unable to make the

payment. The clinic nurse at Wautoma reported that she had made an informal survey to determine the value of camp visiting and concluded that it served a very real purpose. The migrant women greatly appreciated these visits.

Less complete figures are available for the clinics without Federal funds in Door and Oconto. As might be expected, these programs were far less extensive in scope.

	Number Sessions	Number of Clinic Hours	Number of Clinic Visits
Door	5	15	165
Oconto	2	12	70

A special clinic nurse in Door County helped the doctors examine 78 children in daycare centers.

(2) Medical Assistance in 1967

As indicated in Ch. III, it seems very difficult to get complete figures for medical assistance obtained by migrants either under Medicaid or Emergency Medical Relief. The means test for Medicaid in Wisconsin is so liberal that it would appear that most migrant families could qualify. (See foot note Ch. III, P. 30) Medicaid is available only for children under 21. However, it seems impossible to find out how many migrants under 21 had hospital or doctor bills paid under Medicaid in 1967, because payments are made directly by Blue Cross or other intermediary. Public Welfare officials apparently do not get detailed reports, even though the state and the county share in the financing. UMOS reported that it helped 340 migrants secure

Medicaid in 1967. A report on hospitalization of migrants in Waushara County shows that 25 migrants received hospital care paid by Medicaid. A Door County report gives 5 migrants similarly helped, but this is probably not complete.

Figures for Emergency Medical Assistance are also incomplete. In Waushara County 18 migrants and in Door County 9 migrants received hospital care paid by the county and reimbursed by the state under this program.

(3) Medical School Help

One further item about Health Programs in 1967 should certainly be mentioned. For the first time in 1967 some doctors and some students in the University Medical School asked for an opportunity to work in the migrant health program. The doctors wanted to volunteer their services. Some students hoped to get summer jobs in this kind of work, but it was too late to get such positions included in the clinic budget requests, so 18 of them volunteered their services. Six members of the faculty and 18 medical students gave 500 hours of volunteer service in the three Federally funded clinics. All the doctors worked at Wautoma; the students worked in all three clinics. Reports by the clinic directors all expressed appreciation of the work done by the students.

c. Migrant Specialists Employed by the Wisconsin State Employment Service

Beginning June 19, five seasonal staff members (called migrant specialists) all educators by profession, were given one week of formal training before starting their assignments through-

out Wisconsin in areas of high migrant concentration. Two operated in the Beaver Dam-Fond du Lac area, two in the Wautoma area, and one in the Door County penninsula. Four were Spanish-speaking residents of the Rio Grande Valley in Texas (one was a former migrant) and the fifth was from Milwaukee. All had dealt with migrant families in a professional capacity in the past.

The purpose of this program was to provide information to migrants concerning (1) protective legislation, (2) available services from public and private agencies, (3) training opportunities, (4) seasonal and permanent employment, and (5) to assist them with their problems. In most cases, the contacts were on an informal, individual basis at camps, receiving stations, and other gathering places for migrants.

It was originally intended to have the migrant specialists move from camp to camp to uncover any problems that might exist. As it turned out, the specialists were kept fully occupied strictly on the basis of requests from employers, workers, and community agencies. Early fears of employer resistance to this type of program were, for the most part, totally unfounded.

The largest number of problems, by far, that the migrant specialists came up against were health problems. The normal procedure followed in these instances was to arrange for medical care either through a visit by a public health nurse, admission to a hospital (frequently welfare cases), or a visit to a migrant clinic. In one instance, a young migrant worker was in immediate danger of a serious infection from a piece of

steel that had lodged in his eye when he was hurt on a job in Texas. He had been treated before coming to Wisconsin, but, for some reason, the steel sliver had not been removed. Since the worker was not financially able to pay for the operation, the migrant specialist contacted county and state welfare authorities and had the worker declared a state dependent and eligible for assistance. The young man was then able to obtain the necessary hospitalization.

In several cases, the migrant specialists arranged for public assistance for indigent migrants. One such instance involved a family of sixteen who had come to Door County for the cherry harvest. They were receiving supplementary welfare benefits because the family income was insufficient, but the benefits were due to terminate at the end of July. The migrant specialist was able to get them re-certified with the local welfare department and also contacted the Migrant Ministry requesting extra clothing for the family.

A large number of cases involved various types of employment problems. A common problem was arranging temporary employment for migrants who arrived too early or were idled by field conditions. The specialists were also instrumental in mediating wage disputes and in clearing up other misunderstandings between workers and employers.

The migrant specialists appeared to be a stabilizing influence in their areas, and were able to gain the respect of most of the workers, employers, and community groups.

Summary Table of Migrant Specialists Activities - 1967

A.	Total health cases	111
	Referrals to hospitals	25
	Referrals to Veterans Administration	2
	Referrals to health clinics	80
	Referrals to Workmen's Compensation Division	6
B.	Total public welfare cases	44
	Medical cases referred	35
	Medical cases accepted	20
	Other cases referred	11
	Other cases accepted	7
C.	Total labor disputes mediated	74
	Involving pay	30
	Involving working conditions	15
	Involving housing	14
	Involving other	15
D.	Total referrals to jobs and training and education	90
	Referrals to jobs	22
	Hires	16
	Not hires	6
	Referrals of adults to training*	10
	Referrals of youth and children to training*	58

* Sixteen referrals to UMOS
Thirteen referrals to REAP
Twenty-seven referrals to daycare centers
One referral to MDTA training
Four referrals to Project Headstart
Three referrals to Job Corps

d. UMOS (United Migrant Opportunity Service)

This was the OEO program especially for migrants. Its education work is noted above, also its work in connection with health. In 1967 it functioned in 12 counties; it relocated 572 migrant families or adult migrants. This is regarded as its most important function. Its "roving counsellors" interviewed more than 1,300 heads of migrant households.

e. Other Migrant Events in 1967

(1) Migrant Ministry of the Wisconsin Council of Churches.

No detailed figures are available of work with migrants done by the Migrant Ministry. However, it is notable that it maintained summer staff in five different locations and a varied program in addition to its religious work. In Oconto it was the Migrant Ministry which set up the health clinic. In the Southeast part of the state, it worked with the Catholic group in a "Citizens Opportunity Services" program serving largely migrants who are settling permanently in that area.

(2) Migrant Apostolate of the Green Bay and La Crosse Catholic Dioceses

No detailed figures are available of the work done with migrants.

The largest amount of work was done in the Green Bay Diocese where it began as early as 1947. In 1967 it was carried on in three large centers--Sturgeon Bay, Oconto and Wautoma--and in many smaller centers. Schools were held in Sturgeon Bay Wautoma offering regular scholastic subjects--with religious instruction and worship in addition. The Apostolate conducted the

health clinic at Sturgeon Bay and was one of the sponsors of the Federally funded clinic at Wautoma.

In the La Crosse Diocese work with migrants was chiefly in Portage County. There were no regular Catholic schools, but migrants were encouraged to take advantage of educational programs offered by OEO and by the local schools, such as the evening classes in typing, shop, etc. at Almond. Migrants were also helped in many other ways. For example, some were helped to obtain drivers licenses or to get loans with which to buy cars. The priest at Almond stated in his report: "We encourage all who can to become permanent residents, so that their children will be able to get a good solid education and fit themselves for various occupations."

Similar programs were conducted in the Madison and Milwaukee Diocese.

(3) Volunteer Legal Service

A group of Milwaukee lawyers volunteered legal service to migrants in Waushara County on weekends. They reported giving 200 hours of service, but unfortunately did not provide figures as to the problems encountered or the kinds of help they gave. They used space offered them in the Obreros Unidos office in Wautoma, but gave legal service to any migrants who came regardless of union affiliation.

(4) VISTA

Two Vista workers came to Wisconsin with a group of migrant workers who came to Waushara County from Colorado. The Report on the Health Clinic at Wautoma mentioned the fine work

done by these two young men. Unfortunately, we have no details.

(5) Obreros Unidos

The independent labor union, Obreros Unidos, which started in 1966 under the leadership of Jesus Salas, increased its organizing efforts in 1967. It concentrated much of its efforts among migrants working for one processor, Libby, McNeil and Libby. Libby refused to recognize the union or to stipulate to being the employer of these workers, despite the Industrial Commission's holding that the processor was the employer for minimum wage purposes. Obreros Unidos appealed to the Wisconsin Employment Relations Commission. Under the Wisconsin Employment Peace Act (unlike the National Labor Relations Act) agriculture is not excluded. The Employment Relations Commission held an emergency hearing at Wautoma on August 28, after which it held Libby to be the employer and proceeded to conduct a representation election on August 31 among the 656 field workers employed by Libby. Some of these workers had already left the area. Those voting chose Obreros Unidos as their bargaining agent by a vote of 405 to 8. The first bargaining session was held on September 25, but no agreement had been reached by the end of 1967.

CONCLUSIONS

From the foregoing it is apparent that in 1967 there was much activity on behalf of migrants in Wisconsin. An increasing number of people have been "getting into act." With the stimulus and aid of Federal funds and the skilled and dedicated help

of state employes in various agencies, local communities and local agencies have shown an increasing concern for the migrant workers and their families who come to our state for seasonal work. The migrants who come to Wisconsin (mostly Texas-Mexicans) are still handicapped by a language barrier, by their itinerant life, and by earnings still well below non-agricultural levels. It is gratifying to report that since 1960 when the Governor's Committee on Migratory Labor was established, the condition of migrant workers and their families have improved in Wisconsin in a variety of ways. Equally important, an increasing number of Wisconsin people now understand the problems and difficulties of migrant life and want to help these hard working men and women achieve a better life for themselves, and most of all for their children.

ADDENDA

Programs

Education (continued)

HIGH SCHOOL EQUIVALENCY PROGRAM

Fifty youths of varied ethnic background between the ages of 16 and 22 were selected from migrant or seasonally employed farm worker families, and in some cases from families only recently relocated, to participate in a high school equivalency program (H-E-P) located on the University of Wisconsin campus during the 1967-68 academic year. Wisconsin is one of eleven universities in the country taking part in this Office of Economic Opportunity financed program.

Most of the students are school drop-outs and through H-E-P are being prepared to take the General Educational Development (GED) examination. While preparing for this exam it is possible to gear the teaching to the individual needs of the various students and to identify those who are definitely college bound, those who should enroll in a technical or vocation school and those who might go on to a college where, especially for the first two years, the standards would be flexible.